

SUMMARY OF ACTIVITIES
OF
GRAND JUNCTION POLICE DEPARTMENT
YEAR 1954

A
N
D

SUGGESTIONS AND RECOMMENDATIONS
FOR
1955

GRAND JUNCTION, COLORADO
January 1, 1955

Mr. W. D. Toyne, City Manager
City of Grand Junction
Grand Junction, Colo.

Dear Sir:

The following is a statistical summary of the activities of the Grand Junction Police Department for the year 1954. The information contained in this summary is the same as that furnished to the Federal Bureau of Investigation from which they compile their Uniform Crime Reports.

I feel that the achievements of this department for the year just completed will compare favorably with those of any other department of a similar size. We will not, however, rest upon our laurels, but will endeavor to make more and greater progress in the years to come.

As the figures will show, we have again been extremely fortunate in that we have gone through another year without being plagued with a large number of the crimes of violence such as murder, kidnapping, sex crimes, etc. which some of our less fortunate neighbors have had to contend with. The last murder in Grand Junction occurred on November 27, 1952; the last fatal automobile accident was December 24, 1953.

Total personnel of the department at the end of the year was twenty-two men, which includes one man assigned to full time duty as meter man and another who is custodian and also acts as dog catcher. During the year, one officer resigned and former Chief of Police Joe W. Keith was retired because of ill health. Two new patrolmen were hired to bring the department to full strength. Carl A. Davis was promoted from patrolman to captain, and former captain John H. Dickey was made a detective.

During the year one formal training school was held from March 8th to 12th which was attended by all members of the department and twenty-three additional officers from other departments in the area. This school was under the supervision of the Federal Bureau of Investigation. In addition, several departmental meetings were held to discuss various phases of police work.

Approximately nine thousand rounds of ammunition was used by members of the department in firearms training and target practice. This ammunition was loaded by members of the department at a fraction of the cost of factory-loaded ammunition.

Early in October a policy of holding bi-monthly meetings was adopted for the purpose of giving the members of the department an opportunity to discuss any matter pertaining to the functions of the department which they so desired; also to establish uniform interpretation of the ordinances and enforcement policies. The results obtained so far from these meetings have been very encouraging.

A manual of rules and regulations was adopted to serve as a guide to the members of the department in their general conduct and the performance of their duties.

A traffic enforcement survey was conducted by representatives from the Institute of Public Safety, Purdue University, and the National Automobile Theft Bureau, Denver Office. The results of this survey have not as yet been released, but are expected to be ready by early February.

In addition to the summary of activities completed in the last year, I am also submitting some suggestions and recommendations which I feel should be given attention in the coming year. Some of these recommendations, if adopted, would require action by the City Council; others are perhaps ones that will require some long range planning, but I feel that the time is here when serious thought should be given to them.

Respectfully submitted,

Karl M. Johnson,
Chief of Police

<u>OFFENSE</u>	<u>Actual Number Reported *</u>		
	<u>1954</u>	<u>1953</u>	<u>Change</u>
Murder	0	0	0
Rape	1	0	+ 1
Robbery	5	5	0
Burglary	62	58	+ 4
Larceny -- Over \$50.00 Value	26	17	+ 9
** Larceny -- Under \$50.00 Value.	430	344	+ 96
Auto Theft	32	21	+ 11
Forgery	21	22	- 1
*** Fraud & Embezzlement.	50	67	- 17
Liquor Law Violations	8	2	+ 6
Drunkenness	839	716	+123
Disorderly Conduct	117	101	+ 16
Vagrancy	203	164	+ 39
Drunk Driving	84	68	+ 16
Reckless Driving	33	38	+ 5
Total Traffic Violation Summons Issued	11,256	10,839	+417
Parking Violation Summons	9,506	9,213	+293
Speeding Violation Summons	381	296	+ 85
All Other Traffic Violations Summons	1,369	1,330	+ 39

* Includes only the actual offenses and does not include those that were reported and found to be without foundation after investigation.

** The big majority of these offenses are for the theft of small items with a value of under \$2.00 - mostly small auto accessories, such as hub caps and ornaments.

*** Includes such offenses as beating room rent, false pretenses, confidence game, and short checks.

<u>OFFENSE</u>	<u>Actual Number Reported</u>		
	<u>1954</u>	<u>1953</u>	<u>Change</u>
Motor Vehicle - Non-Injury Accidents	613	489	+124
Motor Vehicle - Injury Accidents . .	75	72	+ 3
Persons Injured in Motor Vehicle Accidents	94	91	+ 3
Persons Killed in Motor Vehicle Accidents	0	1	- 1
Number Local Stolen Autos Recovered	32	21	+ 11
Value All Local Property reported Stolen	\$39,321.23	\$31,889.01	+8,432.22
Value All Local Stolen Property Recovered	\$30,496.54	\$22,212.68	+8,283.86
Total Arrests for All Offenses . .	1,852	1,735	+ 117
Persons Charged in Municipal Court	1,372	1,169	+ 203
Persons Convicted or Pled Guilty in Municipal Court	1,358	1,139	+ 219
Persons Dismissed in Municipal Court	14	30	- 16
Persons Released by Police - No Prosecution	94	130	- 36
Persons Released to Other Courts & Officers	351	427	- 76
Juveniles Handled by Police . . .	137	135	+ 2
Meals Served to Prisoners . . .	9,515	7,492	+ 2,023
Days served in jail by Prisoners .	2,754	2,090	+ 664
* Total Number all Offenses Investigated by Police	2,907	2,584	+ 323
Number Persons Fingerprinted and Photographed	885	848	+ 37

* In addition to this number, which includes the actual cases but not those unfounded, there were many minor incidents which were handled by on-the-spot action by the officer. No record is kept of the number of calls received for assistance in locating lost children, dog complaints, family arguments of a minor nature, and many other requests for help.

Police Radio System:

The police radio communication system has outlived its normal life expectancy to the point where a break-down of major proportions could occur at any time. It is becoming harder and harder to get replacement parts on some of the equipment because it has become so obsolete. Recently, it was necessary to take some parts from one of the two spare receivers which we have in order to repair one; as a consequence, we now have only one spare and cannot get replacement parts on it.

Our main broadcast station is now over fourteen years old and is more and more frequently requiring adjustment and repair. If a break-down occurred which would make it more feasible to replace the present equipment than to repair it, then we would be faced with the problem of being without radio communication for a period of from four to eight weeks, the time necessary to get clearance from the Federal Communication Commission on a new station set-up. I feel that immediate steps should be taken to determine which equipment is most feasible and will render the best service so that there will be the least possible delay in replacement, should it become immediately necessary.

Dog Pound:

The present facilities for keeping dogs which are picked up are not at all adequate. Since they were first constructed, we have had the problem of having the wire cut from the pens and the dogs released. On several occasions, dogs which were being held for observation and whose owners were known have thus been released and lost. So far, no dog owner has asked that he be reimbursed for the loss of his dog, but it could happen. There are also no adequate facilities for disposing of dogs which must be killed or are killed and must be disposed of.

Station Facilities:

The need for better facilities at police headquarters does not need to be called to anyone's attention, except to say that they are becoming more inadequate with every passing day. As noted in the summary, the volume of our work is increasing in every category and can be expected to continue to increase as the city continues to grow. Some immediate long-range plans should be started to provide these needed facilities in the near future.

TRAFFIC

I have the following recommendations and observations to make regarding traffic control and regulation. I fully realize that some of these topics are of a controversial nature and are likely to be highly unpopular with some people; however, these recommendations are made with the thought that the fundamental theory in traffic control is to move the traffic as efficiently and as rapidly as possible, maintaining a maximum of safety and a minimum of interference.

I feel that our traffic pattern has reached the point where the people concerned are going to have to accept certain limitations on the use of the streets for both parking and the movement of traffic, which heretofore has not been necessary. They are going to have to accept the fact that it is no longer possible to park immediately in front of the place where they wish to do business. When they visit some of the other cities in the area, I am sure that they must be content to park on a private parking lot and walk as much as several blocks to get to the place they wish to go.

I have attempted to set forth sound reasons for each of the recommendations which I have proposed, and I will be glad to discuss further and in more detail my reasons for any of the recommendations which I have made. Perhaps it would be well to have a committee make an intensive study of the entire traffic picture and come up with some other recommendations along this line. From time to time it will be necessary to make other regulations and controls in order to keep the movement of traffic at a high point of efficiency.

In making these recommendations, I have tried to look at the whole traffic picture. I believe that this is necessary so that when some regulation is made, we will be able to show what it will do to the over-all traffic pattern and not just what it will do for one small section of the city or one group of the driving public.

MAIN STREET

Parking

I recommend that the parking method on Main Street be changed from the present angle parking to parallel parking. About the only valid argument in favor of angle parking is that more vehicles can be accommodated in the same curb space; however, this increased accommodation of parked vehicles is obtained at the expense of moving traffic. For example, a typical 60 foot street arranged for angle parking leaves space for only two lanes of moving traffic, whereas the same roadway arranged for parallel parking provides for four lanes of moving traffic.

Since as early as 1812 the courts have almost consistently held that the primary function of a street is for the movement of traffic and not for the storage of vehicles. Ever since colonial times cities have found it necessary to make restrictive measures for the control of traffic and the regulation of parking; today, this problem has taken on increasing importance because of the volume of traffic which our streets are required to carry.

Any regulations should be aimed at making the best use of available curb space and at the same time accommodating as high a percentage of road users

as is possible. In any city it is impossible to accommodate more than a fraction of the vehicles demanding parking space at the curb in the downtown section. While angle parking offers a minimum of interference to moving traffic during the act of parking, this advantage is almost totally overcome by interference to traffic and the hazard created by the unparking movement. The hazard of poor visibility is increased by the habit of many drivers in backing excessive distances, often clear to the center line and beyond; this causes an undue delay in the movement of traffic, and this delay is largely responsible for much of the slow-down and congestion that is present in our traffic pattern.

The effect of angle parking on accident rate can easily be demonstrated by making a comparison of the accident rate on streets having angle parking with those that have parallel parking. There are more accidents in the City of Grand Junction between Second Street and Seventh Street on Main than in any other area twice the size in the city. The big majority of these accidents on Main Street occur between intersections and can be attributed directly to backing from the curb. In other parts of the city, the majority of the accidents occur at intersections. In some cities a reduction of as much as sixty percent in the accident rate has been made by changing the parking system from angle to parallel.

In order to get the greatest use from the streets, it is important that we remove every obstacle to the movement of traffic. Parking, and especially the wrong system of parking, can be one of the major obstacles to traffic movement. It is generally agreed by traffic engineers that parallel parking permits a greater use of the street for the movement of traffic. Most of the arguments against angle parking can be claimed as arguments in favor of parallel parking. Since angle parking occupies a wider space from the curb than does parallel parking, it is also felt that angle parking is an uneconomical use of the street since it costs just as much to pave and maintain that portion of the street which is used for parking as it does that which is used for travel.

There are several groups which are directly interested in the parking situation; some of these interests are entirely personal, while others are based on economic factors. One of the most interested groups in this problem is the downtown retail merchants; many of them feel that the success of their business depends upon the availability of parking space in front of their place of business. When changes are proposed, they oppose them with the argument that a reduction in the available parking space will reduce the volume of their business proportionately. While no study has been made in Grand Junction as to what effect a change in the parking system would have on business, such studies have been made in other cities and the results have usually been that business was not adversely affected -- and in many instances the merchants have later endorsed the changed parking methods. The motorist is perhaps the largest group with an interest in parking downtown. The desires of the motorist can briefly be stated by saying that he would like to have the greatest possible convenience with a maximum of safety, the least possible delay, and a minimum of expense. In other words, this means that he would like to have an available parking space in front of the store where he wants to do business, no restrictions on the time he can park, and no expense connected with his parking. Obviously, this cannot be the case; therefore, it is necessary to determine what is most equitable for all and at the same time get the most efficient use out of the space available and the most economical use of the streets for the movement of traffic.

Marking

Should the recommended change in the parking system on Main Street be adopted, then I would further recommend that the street be laned for two lanes of traffic in each direction, with a double yellow line in the center of the street. I also urge that pedestrian lanes be plainly marked at the crosswalks and that all such markings be adequately maintained.

Signals

I recommend that some type of "Walk" and "Wait" signals be installed in conjunction with the automatic signals for the control of pedestrian traffic. By using this type of signal and giving the pedestrian one cycle to clear the intersection, I feel that traffic can be materially speeded up and at the same time it will provide more protection to the pedestrian.

Signs

More adequate signs for the direction and control of turning movements should be installed so that drivers who are unfamiliar with the regulations will be fully advised and not confused by inadequate signs or with having too many to read at one location. Some signs should also be erected directing the motorist to yield to the pedestrian and instructing the pedestrian to cross at only designated places. This need exists not only on Main Street, but in several other places in the city where pedestrian traffic is heavy.

Restricted Movements

I request that left turns be prohibited at all intersections which are controlled by automatic signal lights during the time that these signals are in operation. I feel that this limitation is needed to eliminate much of the congestion that results directly from these movements

FIFTH STREET

According to figures released by the State Highway Department which has kept a continuous count of traffic on Fifth Street for several years, Fifth Street carries the second highest volume of traffic for any state highway in the state, the only one having a higher count being 85-87 between Denver and Colorado Springs

In order for Fifth Street to continue to carry the heavy volume of traffic which it now carries and to care for the increase that can be reasonably expected, I feel that it is necessary that this street be changed from its present two-lane status to one of three lanes. In order to accomplish this, it will be necessary to prohibit parking on this street, and I recommend that this be done from North Avenue to the south city limits. If parking is eliminated, this street can then be marked into three lanes with the center lane designated as a passing lane; this would permit the street to carry the volume of traffic which it has in a more efficient manner.

In conjunction with this change, I also recommend that the speed limit on Fifth Street be increased to 30 miles per hour. By adopting these changes-- elimination of parking, laning the street, and speeding up the flow of traffic-- we should be getting the most efficient use of the street. Again, I would remind you that the primary function of a street is the movement of traffic, and not storage.

I feel that the time is rapidly approaching when additional construction is going to be necessary in order that Fifth Street will be able to handle the traffic load. At the present time, one of the most serious bottlenecks to efficient traffic flow is the fact that the viaduct and bridge on this street were designed for only two lanes of traffic; consequently, during peak periods, traffic can only move as fast as the slowest moving vehicle. I feel that it would be worthwhile for the Council to start at this time to persuade the State Highway Commission that there is a need for another access road leading into the city from the south. With the growth of the area on Orchard Mesa and the AEC, we can expect the traffic volume to increase considerably in the future and should start planning now as to how to best meet the problem.

PARKING

Two of the recommendations which I have made are undoubtedly going to meet with a lot of opposition because of the reduced amount of parking space that would be available, should the parking system on Main Street be changed and parking on Fifth Street eliminated.

It is agreed that the loss of space resulting from these changes should be compensated for in some way. I have no "cure all" plan that would overcome this shortage; however, I do have the following suggestions to make:

1. That the present metered area possibly be expanded to include portions of White Avenue, 600 block on Colorado, 200 block on Colorado, 200 blocks of South 6th and South 3rd. That the meters installed in this extended area be of the type that would give four hours of parking time; this would take care of the long-term parkers.
2. There are a few vacant lots, such as the one at 8th and Main and in the 200 block on Colorado that could be used for off-street parking; these are, of course, privately owned and perhaps the owners have other plans for their use. However, if used for this purpose, it would probably be on a temporary basis. The subject of off-street parking is discussed under a separate heading.
3. Surveys have shown that in some sections of our present metered zone there is nearly always available parking space which could accommodate some of the cars that would be lost from Main and Fifth Streets. The big problem will probably be in educating the driving public; when they accept the fact that our city is growing up and that certain privileges which they have had in the past must of necessity be curtailed, then I believe much of the problem will have been overcome.

OFF-STREET PARKING

Due to the increase in the use of motor vehicles from year to year, it has become more and more necessary to consider off-street parking as a partial solution to the parking problem. There are three general types of off-street parking facilities:

1. Privately owned and operated facilities.
2. Privately operated public facilities.
3. Municipally owned and operated facilities.

PRIVATE FACILITIES:

These are usually operated in connection with retail stores, hotels, and other businesses. There are two principal ways of financing this type of facility -- in some cases, the user pays directly for the service in the way of a fixed fee; in others, the entire cost of the facility is absorbed by the business establishment. There could also be a sharing of this financial burden by the user and the business. In some cities the downtown merchants have organized an association where they all go together to share the expense of providing off-street parking. Free parking is provided when the parker has his parking slip validated at one of the member stores showing that he has made a purchase.

I believe that it would be in order for the Council to study the feasibility of amending the Building Code so as to require that some off-street parking facility be provided with each business erected.

PRIVATELY OPERATED PUBLIC FACILITIES:

This type of facility is built at public expense and its operation is leased out to the highest bidder. Regulations governing the rates and operation are governed by the city.

MUNICIPALLY OWNED AND OPERATED FACILITIES:

As the term implies, this type of operation involves parking as a city function. In many cities this has been brought on by the failure on the part of private enterprise to provide adequate facilities. There is a doubt in many areas as to whether or not this is a function of city government and some cities have been forced to defend themselves in court over this question; however, in other cities it has been provided and operated successfully. Several different methods of financing and operation of these facilities have been used.

Financing Municipal Parking Lots: The method of financing off-street parking facilities has been one of the chief deterrents to their development. If suitable sites are already owned by the city the problem, of course, is not so great. Following are some of the methods that have been used by other cities to finance this type of project.

1. Municipal Bonds: In some states it has been necessary to get special enabling legislation passed to permit cities to sell bonds for this purpose. There are, no doubt, a number of legal questions that the City Attorney would have to advise on before going ahead with this type of financing program.

2. Revenue from Parking Meters: Again, there is a legal question raised as to whether meters can be installed for the primary purpose of obtaining revenue against the purpose of regulation of parking for more efficient use of the street. There is some feeling that meter revenue should be earmarked for street improvement, and, as such, could be used to provide off-street parking.
3. Assessment Against Property Immediately Benefited: This is based on the same principle as an improvement district. Bonds would be sold to meet the initial cost of acquisition of land and construction and then would be retired from revenue received from the assessment on the benefited property.
4. Direct Fees From Users: This method of financing calls for a major expenditure to meet the initial cost - usually a bond issue, to be paid off from revenue derived from fees charged to the users of the facility. Where several parking lots have been provided under this system, some cities have sold special license tags which permit the motorist with one of these special tags to park on any of the lots without additional charge. This would amount to charging an annual parking fee.
5. Financed from Other City Income: A few cities have provided for off-street parking financed entirely from other city revenue, chiefly, income from city-owned utilities.

There are several other questions which should be studied before undertaking the expense of providing off-street parking at public expense:

1. Should the City provide a facility that private enterprise has neglected to fully develop?
2. Do surveys indicate that this service can be economically provided?
3. Would fees have to be excessive to pay off a bonded obligation?
4. Is there adequate available space, so located that it will be more convenient than some existing facilities, such as curb parking farther from the downtown section?
5. Have private facilities been fully exploited?
6. If provided by the City, what type of off-street facility would best fulfill the needs and at the same time be most economically feasible?

Regardless of whether off-street parking facilities are owned and operated privately or by the City, the city should maintain certain controls over their construction and operation. This set of controls should include:

1. Requirement for a suitable fence, wall, or other barrier so that cars can only be removed through regular entrances and exits. This requirement should also be made of used car parking lots to prevent damage to sidewalk and curb.

2. All lots should be properly attended during the time they are in operation.
3. Lots should be surfaced and graded to provide drainage and dust control.
4. A limitation on the location and width of curb cuts allowed for driveways.
5. Lots should be required to provide a specified amount of space for each car parked.
6. Operators should probably be required to carry liability insurance as a protection to the public using the facility.
7. Some cities have gone so far as to regulate the rates that may be charged by any lot, private or public.

This information about off-street parking has been supplied solely for the purpose of assisting you in deciding what action, if any, the city wants to take on this particular phase of the problem. All of the questions and answers concerning the off-street parking problem are not contained in this brief summary.

GENERAL TOPICS

Sidewalks and Crosswalks:

There are many sections in the city where there are no sidewalk facilities, and in some of the newer additions to the city, improvements have not provided for sidewalks. The lack of sidewalks necessitates walking in the street which, in turn, adds greatly to the hazards that already exist where motor and pedestrian traffic are in conflict.

Where sidewalks are not provided, there should be some provisions made to give the pedestrian a maximum amount of protection. This might include the establishment of safety zones in some locations, more adequate street marking at designated crosswalks, warning signs that pedestrians are using the street, signs directing the pedestrian to walk on the left, facing traffic, etc.

In some areas, especially on North Avenue and near some of the schools where pedestrian traffic is quite heavy, there is a need for more adequate signs and markings. Crosswalks should be designated and signs posted so that both the pedestrian and motorist would be fully advised as to the location of the crossings and better know what the responsibility of one to the other is.

Signal Lights:

Automatic traffic control signals are needed at some intersections. I believe that the condition of traffic at Fifth and Colorado justifies the installation of this type of control as soon as possible. I understand that with the completion of the truck route along Ute and Pitkin, controls will be placed at these intersections on Fifth. With the installation of lights at these three intersections, it should be possible to synchronize them so that a sustained rate of speed will provide an uninterrupted flow of traffic. Likewise, the lights along Main Street should be synchronized to get the same result.

A light at Fifth and North is soon going to be a necessity. With the completion of the high school and the improvement of Fifth Street beyond North Avenue, I believe that we can expect a definite increase in the amount of traffic crossing at this intersection.

A light may also be justified at Seventh and Rood; however, after the truck route is completed, the traffic pattern may change sufficiently to postpone this for the time being.

Street Marking:

An improved street marking system is needed; whether a better quality of paint, more frequent painting, or some other type of marking such as buttons is the answer, I do not know -- but I do know that improvement is needed.

Alleys:

One of our big enforcement headaches is alley parking in the alleys adjacent to Main Street. These alleys have been designated as one-way streets which, I feel, is as it should be. I feel that perhaps some of the problem could be overcome by putting a number of signs through these alleys advising as to what the parking restrictions are and perhaps requiring that parking be limited to only one side of the alley, thus leaving the other side open for moving traffic.

- - - - -

As stated before, these are only a few of the traffic problems which must be met. I feel that these are the ones requiring the most immediate attention. From time to time, it will be necessary to make other changes in order to keep abreast of the changing conditions that are brought about by the city's growth and the increase in traffic volume, both vehicular and pedestrian.

I do not claim that the solutions which I have suggested are the best to be found; but I have attempted to look at the traffic picture from all angles and these recommendations have been made with a sincere desire on my part to reach a solution that will be most equitable to everyone concerned and at the same time provide for the efficient and safe movement of traffic, vehicular and pedestrian, upon the streets of Grand Junction.